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PROCESS USED BY THE DEPARTMENT OF EDUCATION TO AWARD CONTRACTS --ETC(U)
JUN 81
UNCLASSIFIED GAO/HRD-81-100 NL

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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

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HUMAN RESOURCES
DIVISION

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JUNE 10, 1981

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14 GAO/HRL-1-100

The Honorable John Melcher
United States Senate

Dear Senator Melcher:

Subject: Process Used by the Department of Education
to Award Contracts for Operation of Indian
Education Resource and Evaluation Centers.
(HRD-81-100)

In your March 27, 1981, letter you asked us to review and rank the contract proposals received by the Department of Education (ED) for the operation of Indian Education Resource and Evaluation Centers. In discussions with your office, we agreed to examine the process ED followed to review the proposals and to award the contracts.

On April 17, 1980, ED issued a Request for Proposal (RFP) for the operation of five Indian Education Resource and Evaluation Centers. These centers, each serving different geographic regions, were authorized by section 1150(c)(1) of the Education Amendments of 1978 (92 Stat. 2332).

According to the RFP, each proposal was to be evaluated in accordance with specified criteria. The proposals were to be scored based on how well the proposals met the criteria. The maximum possible points under the criteria was 100. An additional 25 points was to be awarded to proposals from sources which could show proof of being an Indian tribe, organization, or institution. The criteria and the maximum number of points for each element are shown on the next page:

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<u>Criteria</u>	<u>Maximum possible points</u>
Clarity of the objectives in the RFP and the effectiveness of the approach to be used to meet the objectives--considering the cost and effectiveness of the offeror's management plan	30
Technical and interpersonal skills and experience of professional staff (excluding the center director)	25
Technical, interpersonal, and managerial skills and experience of the center director	15
Corporate capability and general experience to perform RFP tasks	10
Demonstrated successful experience working with Indian Education Act grantees, Indian tribes, organizations, or institutions in the region being served	<u>20</u>
Subtotal	100
Proposal from Indian tribes, organizations, or institutions	<u>25</u>
Total	<u><u>125</u></u>

ED records show that 27 proposals were received in response to the RFP. Eight proposals were received for the region I center, two for region II, four for region III, eight for region IV, and five for region V.

The proposals were evaluated and scored by panels appointed by ED. The panels were comprised of six to seven individuals from ED, other Government agencies (such as the Bureau of Indian Affairs), and non-Government organizations, including Indian organizations. Based on their scores, each proposal was classified as unacceptable or "capable of being made acceptable." The panels met with offerors whose proposals were classified as capable of being made acceptable to obtain clarification on questions raised

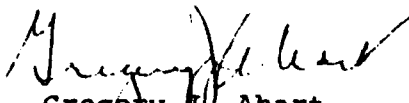
by the panels. Offerors whose proposals were determined, based on these meetings, to be acceptable were asked to submit "best and final" offers. The project officer, after considering the technical and cost aspects of the best and final offers, recommended a contractor to the contracting officer, who made the final selection. The scores received by the successful proposers are enclosed. (See enc. I.)

In the case of region II, which you expressed specific interest in, only two proposals were received--one from the Coalition of Indian Controlled School Boards and the other from First American Associates. The panel rated the proposal from First American Associates as technically unacceptable and stated that it could not be made acceptable through reasonable negotiations. First American's total score was 71 compared to the Coalition's score of 94.29. As requested by your office, we are enclosing a copy of ED's evaluation of all the proposals. (See enc. II.) We are also enclosing a copy of ED's recommendations that the contract for the region II center be awarded to the Coalition. (See enc. III.)

In our discussions with your office, we were asked whether scores assigned to the proposals could be used to rank the relative capabilities of the contractors selected for the five centers. We do not believe such a ranking is necessarily valid because all offerors did not submit proposals for all five centers and the proposals for each center were reviewed by different panels. Only 2 of the 27 offerors submitted proposals to operate more than one center--Native American Research Institute for regions I and V and the Coalition of Indian Controlled School Boards for regions II and IV.

If you have any questions about the enclosed information, we would be pleased to discuss it with you. We will not release this report for 30 days unless you approve its release or make its contents public. At that time, we will send copies to other interested parties and make copies available to others upon request.

Sincerely yours,


Gregory A. Ahart
Director

Enclosures - 3

ENCLOSURE I

ENCLOSURE I

SCORES RECEIVED ON SUCCESSFUL PROPOSALS TO OPERATE

INDIAN EDUCATION RESOURCE AND EVALUATION CENTERS

<u>Contractor</u>	<u>Region</u>	<u>Score</u>
Native American Consultants	I	107.83
Coalition of Indian Controlled School Boards	II	94.29
United Indians of All Tribes Foundation	III	105.83
National Indian Training and Research Center	IV	88.50
Native American Research Institute	V	90.14

ENCLOSURE II

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MEMORANDUM

UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

TO : Jean Milazzo
Negotiating Contracts Specialist, GPMO

DATE: July 2, 1980

FROM : Leo J. Nolan *for Patricia Matthews*
Office of Indian Education

SUBJECT: Evaluation of Proposals for RFP 80-33 (The Operation of Indian Education Act Resource and Evaluation Centers)

Twenty-seven proposals were reviewed in response to RFP 80-33 (The Operation of Indian Education Act Resource and Evaluation Centers). Panels were set up to rate proposals by regions.

Region I

Eight proposals were reviewed for Region I. Proposals were received from:

Native American Consultants (NAC)
Lumbee Regional Development Association (LRDA)
Central Maine Indian Association (CMIA)
Native American Research Institute (NARI)
National Indian Management Service (NIMS)
NYS Education Department (NYS)
L.R. Davis
City of Flint, South Dakota

The panel for the Region I proposals met June 27, 1980, to discuss their ratings of the proposals. Panel members were:

Henry Huff, Field Reader
Gary Kowalczyk, Education Department
Murton McCluskey, Field Reader
Dorothy Shuler, OPE
Bob Stonehill, OPE
Bob Van Alstine, BIA

The mean criteria scores for the proposals are as follows, with twenty-five (25) priority points awarded to those offerors that are Indian tribes, Indian organizations or Indian institutions:

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Firm	Mean Criteria Score	Priority Points	Total Score
NAC	82.83	25	107.83
LRDA	77.00	25	102.00
CMIA	76.00	25	101.00
NARI	71.17	25	96.17
NIMS	67.16	25	92.16
NYSED	54.00	-0-	54.00
LR Davis	25.67	-0-	25.67
Flint, S.D.	13.67	-0-	13.67

All panel members rated the City of Flint School District, L.R. Davis, the New York State Education Department, and the National Indian Management Service proposals consistently lower than the other proposals and all agreed that these four proposals were unacceptable and could not be made acceptable through reasonable negotiations.

Unacceptable - City of Flint School District:

Panel members consistently rated this proposal significantly lower than other proposals. Specifically, panel members noted that:

1. The proposal is unresponsive to the RFP and the plan of work is unorganized, weak and not comprehensive.
2. The offeror does not name a center director or any key staff (no vitae).
3. Regional expertise of the offeror is not documented.

Unacceptable - L.R. Davis:

All panel members rated this proposal as unacceptable for the following overall reasons:

1. The sections of the proposal are too generalized and lack a clear understanding of the RFP.
2. Offerors staff lack necessary experience in working with Indian Education Act grantees.
3. Regional expertise of offeror in working the RFP clientele is not documented.

Unacceptable - NYS Education Department:

All panel members rated this proposal as unacceptable for the following reasons:

1. Professional staff were not selected and offeror did not show evidence of conducting similar projects.
2. Regional expertise and experience working with Indian Education Act grantees outside of New York State was not sufficient.

However, panel members did indicate that the strong points of the proposal included:

1. Center director has good experience.
2. Baseline management plan addressed the approach and the objectives were well defined.

Unacceptable - National Indian Management Service

This proposal was rated unacceptable by all panel members. Specifically, panel members noted that:

1. Offeror has not assisted LEAs, and does not fully describe approach to be used in carrying out many of the tasks of the RFP.
2. Regional expertise of offeror is not very strong (particularly in N.E.)

The strengths of the offeror were noted as follows:

1. Offeror has understanding of technical assistance approach (although not specifically with LEAs).
2. Offeror does demonstrate experience working in the Indian community.

For each of the remaining four proposals the panel members were split in their decisions. Native American consultants received the highest mean criteria score, and the closest panel consensus (5 capable of being made acceptable votes, and one acceptable vote.) Because there is no clear consensus about the acceptability or unacceptability of the four proposals, it is recommended that all four be placed in the category of "capable of being made acceptable."

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Capable of Being Made Acceptable - NAC:

This proposal received the highest mean criteria score and received the 25 priority points. The strengths of the proposal as noted by the panel members were:

1. Tasks and objectives were clearly stated and address the purpose and concept of the RFP.
2. Corporate capability is adequate to carry out tasks.
3. Center director and most of proposed staff have strong backgrounds in Indian education and evaluation.

Weaknesses of the proposal are:

1. Native American Consultants propose to subcontract work to a non-Indian firm without evidence that they have complied with the 7(b) provisions of P.L. 93-678.
2. Authors of major sections of proposal are not indicated. Did subcontractor or primary offeror write the proposal?
3. Offeror lacks regional expertise, particularly with LEAs.
4. Offeror does not provide letters of commitment for many of the staff and consultants.
5. Work commitments of staff members is not clearly delineated (management plan is not clear).
6. The biggest concern is what the relationship between Native American Consultants and Development Associates will be during the course of the proposed work.

Capable of Being Made Acceptable - LRDA

This proposal was rated capable of being made acceptable by five panel members, and unacceptable by one panelist. The strengths this proposal include:

1. Proposal contains good understanding of Indian education and diversity of Indian groups in the region.
2. Some of the proposed staff have good background and expertise in working with Indian community and in Indian education.

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3. Offeror has experience in running Indian Education Act programs (Parts B and C grants).

Weaknesses include:

1. The parent organization is going to set up an office in Virginia. This may cause problems of coordination of activities between LRDA in North Carolina and Virginia office.
2. Regional expertise is very limited, no LEA experience.
3. Percentage of staff time devoted to center is questionable. Needs to be clearly indicated which staff will be responsible for specific tasks and at what amount of time. Baseline management plan needs to be strengthened.
4. Several core staff do not have the credentials or expertise to assist LEAs in evaluation area. (including the director).
5. Relationship with VPI as subcontractor is questionable.

Capable of Being Made Acceptable - CMIA:

The total score for the Central Maine Indian Association is one point below that of LRDA. One panel member rated this proposal as being acceptable, two rated it as being capable of being made acceptable, and the other three rated it as being unacceptable.

The strengths of this proposal are:

1. Offeror presents strong overall plan for addressing the tasks.
2. The technical expertise of the proposed staff is good.
3. The offeror has demonstrated both strong corporate capability and experience in similar activities.

The weaknesses include:

1. Offeror plans to subcontract major portion of the work to a non-Indian firm without evidence of having complied with the 7(b) provisions of P.L. 93-638.
2. The offeror proposes co-directors to administer the center. This would be difficult to monitor and assure that the center functioned properly.

3. Although the subcontractor has experience in working with LEAs in the New England states, the subcontractor has very little experience and/or expertise in working with Indian Education Act grantees.
4. First series of workshops are not located near Indian populations of the region (illustrates lack of knowledge of Indian community).
5. Indian internship program needs to be made more explicit (i.e., resumes of potential interns not included, nor is the exact description of interns' responsibilities to the center indicated).

Capable of Being Made Acceptable - NARI:

Four panel members rated this proposal as capable of being made acceptable, and two rated it as being unacceptable.

The strengths of the proposal include:

1. Plan of work illustrates knowledge of Indian education.
2. Proposed center director has excellent background in Indian Education Act programs and in management area.
3. Most of the core staff have satisfactory experience in working with Indian programs.
4. Corporate capability is adequate.

Weaknesses include:

1. Offeror lacks experience and expertise in working with Indian Education Act grantees and Indian tribes and organizations in the region.
2. Staff lack expertise in evaluation area.
3. Plan of work may be too ambitious.
4. The relationship between the proposed NARI office in Washington, D.C., and the office in Lawrence, Kansas must be cleaned up.
5. A conflict of interest may exist because the proposed center director is a federal employee. It may pose a problem if this offeror is negotiated with.

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Region II

Two proposals were reviewed for Region II. Proposals were received from:

Coalition of Indian Controlled School Boards (CICSB)
First American Associates (FAA)

The panel for the Region II proposals met June 27, 1980, to discuss their ratings of the proposals. Panel members were:

Henry Huff, Field Reader
Gary Kowalczyk, Education Department
Murton McCluskey, Field Reader
Helen Redbird, Field Reader
Dorothy Shuler, OPE
Bob Stonehill, OPE
Bob Van Alstine, BIA

The mean criteria scores for the two proposals are as follows, with twenty-five (25) priority points awarded to those offerors that are Indian tribes, Indian organizations or Indian institutions:

Firm	Mean Criteria Score	Priority Points	Total Score
CICSB	69.29	25	94.29
FAA	46.00	25	71.00

All panel members rated the First American Associates proposal consistently and significantly lower than the other proposal and all agreed that it was technically unacceptable and could not be made acceptable through reasonable negotiations. The panel agreed that the Coalition of Indian Controlled School Boards proposal could be made acceptable within the bounds of reasonable negotiations.

Unacceptable - First American Associates:

This proposal was rated significantly lower by the panel members than the other proposal. The mean score for this proposal was more than 20 points below the other proposal. Specifically, panel members noted that:

1. Overall approach is vague and not well organized.
2. Corporate capability and experience in managing a project of this magnitude is lacking.

3. Very little demonstrated staff experience in evaluation of compensatory education programs such as Indian Education Act programs.
4. Position descriptions are not clear, making it difficult to determine which consultants will perform what tasks.
5. Proposed center director does not have much experience in educational evaluation.
6. Offeror gives no clear indication of regional expertise, particularly with LEAs.

The two major strengths of the proposal were:

1. Offeror has managed to secure a staff of diverse capabilities.
2. Offeror does provide a client centered approach to accomplishing the tasks.

Capable of Being Acceptable - CICSB:

Although this proposal was rated relatively high in comparison to the other offeror, there are a number of serious questions that need to be satisfactorily addressed by the offeror in order to make this proposal acceptable.

1. How does the CICSB plan to oversee the subcontractors and consultants when CICSB's main office is in Denver and the center's office is in Great Falls, Montana? There must be an assurance of quality control over the center activities. The RFP states that if a center is proposed as part of a larger organizational entity, then that center must constitute a distinct unit of that organizational entity. This is not the case under the present proposal.
2. Need to know who wrote the major sections of the proposal, and whether or not proposed key staff were involved in the proposal development.
3. Offeror does not fully describe experience in working with LEAs. This should be documented, or at minimum a plan suggested for working with LEAs in the region.
4. Although many consultants are listed, those exact responsibilities/areas of work are not made clear.

5. The exact relationship between CICSB and Bear Chief Associates needs to be fully described.

The strengths of the proposal include:

1. Staff appear to have the capability to handle most of the tasks of the RFP (evaluation area could be stronger).
2. Knowledge of service area and Indian Education Act programs is very good (aware of existing problems that hamper effective education for the Indian community).
3. CICSB has past experience in similar kinds of efforts.
4. Management plan should be adequate.

Region III

Four proposals were reviewed for Region III. Proposals were received from:

United Indians of All Tribes Foundation (UIATF)
 Indian Education Program NWREL (IEP)
 Central Washington University (CWU)
 Advocates for Indian Education (AIE)

The panel for the Region III proposals met June 27, 1980, to discuss their ratings of the proposals. Panel members were:

Bill Coleman, BIA
 Jim Egawa, Field Reader
 Jim English, OPE
 Ron Fishbein, OPE
 Nancy Rhett, OPB
 John Sam, OIE

The mean criteria scores for the proposals are as follows, with twenty-five (25) priority points awarded to those offerors that are Indian tribes, Indian organizations or Indian institutions:

Firm	Mean Criteria Score	Priority Points	Total Score
UIATF	80.83	25	105.83
IEP/NWREL	79.17	-0-	79.17
AIE	41.83	25	66.83
CWU	46.50	-0-	46.50

All panel members rated the Advocates for Indian Education proposal as being unacceptable. Five of the six panelists rated the Central Washington University proposal as unacceptable (one panel member rated the CWU proposal as capable of being made acceptable). The United Indian of All Tribes Foundation proposal had the highest mean score and highest total score. The UIATF proposal was rated as acceptable by three panelists and capable of being made acceptable by three. The Indian Education Program at the NWREL has the second highest total score, with two panelists rating it as acceptable and four panelists rating it as capable of being made acceptable. However, because the Indian Education Program's total score is more than twenty-five points below UIATF it would not be possible to make it acceptable through reasonable negotiations.

Unacceptable - Advocates for Indian Education:

This proposal received consistently low scores from the panelists. Specifically, panel members noted that:

1. The offeror lacked understanding, experience and background in evaluation.
2. Limited personnel with few letters of commitment,
3. Overall poorly constructed proposal.

Unacceptable - Central Washington University:

Only one panel member rated this proposal as capable of being made acceptable. Other panelists rated the proposal as unacceptable. Major problems and weaknesses include:

1. Offeror has no real experience in Indian Education Act programs.
2. Lack of depth in project design and management access.
3. Most key staff positions were not filled (resumes and letters of commitment lacking).

Unacceptable - IEP/NWREL:

Although the overall rating by panel members was that this offeror is very experienced in evaluation and has experience in managing federal programs, it would not be possible through reasonable negotiations to expect this offeror to become competitive with the top proposal in this region.

The strengths and weaknesses of this offeror include:

1. Overall corporate capability is good.
2. Offeror has developed and shared curriculum materials with Indian tribes in Northwest.

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3. Offeror has limited experience working with Indian Education Act grantees.
4. Alaska not included in the provision of center services.
5. Not enough information on proposed center director's experience working with Indian Education Act grantees and letters of commitment of proposed staff are not contained in proposal.

Capable of Being Made Acceptable - UIATF:

This proposal by the United Indians at All Tribes Foundation was noted by the panelists as being well organized and shows in-depth understanding of all RFP tasks. In addition, panelists noted that:

1. Offeror has great deal of educational technical assistance experience in region.
2. Staff and director are very experienced (evaluation specialists may need to be upgraded or others hired in the area).
3. Although offeror has a lot of experience in Indian education, there is not enough evidence of working with LEAs.
4. Offeror does not propose a plan to service Indian Education Act grantees in Alaska.

Region IV

Eight proposals were reviewed for Region IV. Proposals were received from:

Coalition of Indian Controlled School Boards (CICSB)
Educational System Planning (ESP)
National Indian Training and Research Center (NITRC)
All Indian Pueblo Council (AIPC)
Development Associates (DA)
Affiliation of Arizona Indian Centers (AAIC)
Tribal American Consulting Corporation (TACC)
Development and Technical Associates (DTA)

The panel for the Region IV proposals met on June 26, 1980, to discuss their ratings of the proposals. Panel members were:

Judith Anderson, OPE
Gerald Burns, OPE
Anselm Davis, Field Reader
Lloyd Elm, OIE
David Jacobs, Field Reader
Rick LaPointe, Field Reader

The mean criteria scores for the proposals are as follows, with twenty-five (25) priority points awarded to those offerors that are Indian tribes, Indian organizations or Indian institutions:

Firm	Mean Criteria Score	Priority Points	Total Score
CICSB	75.67	25	100.67
ESP	71.67	25	96.67
NITRC	63.50	25	88.50 *
AIPC	60.67	25	85.67
DA	69.33	-0-	69.33
AAIC	43.83	25	68.83
TACC	40.67	25	65.67
DTA	49.83	-0-	49.83

All panel members rated the proposals from the Affiliation of Arizona Indian Centers, the Tribal American Consulting Corporation, and the Development and Technical Associates consistently and significantly lower than the other proposals and all agreed that these three proposals were technically unacceptable and could not be made acceptable through reasonable negotiations.

Unacceptable - Affiliation of Arizona Indian Centers:

The major weaknesses that contribute to making this proposal unacceptable are:

1. Professional staff and consultants are not specified or committed.
2. Offeror has very limited involvement at the LEA and Indian Education Act level (most work in Arizona only).
3. The overall plan of work lacks specificity,

Unacceptable - Development and Technical Associates:

The major weaknesses that contribute to making this proposal unacceptable include:

1. Details of what offeror will do is sufficient, but offeror does not indicate how they would do the work.
2. Objectives and scope of work of proposal is simply a report of what is contained in the RFP.
3. Statement of work illustrates offeror's limited knowledge of grantees' geographical locations.

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- 4 Letters of commitment from proposed staff are not contained in proposal.

Unacceptable - Tribal American Consulting Corp:
Offeror had lowest mean criteria score. Major weaknesses include:

1. Center director is not named.
2. Almost all work has been in California.
3. No position descriptions are provided and only a few resumes.
4. Plan of work is limited.

Unacceptable - Development Associates:

This proposal has a mean criteria score (and total score) of 69.33. Four panel members rated this proposal capable of being made acceptable and two panelists rated the proposal as unacceptable. The offeror would have to gain at least twenty-five points to be competitive with the top proposals in this region. It is extremely unlikely that the offeror could make up such a differential with the bounds of reasonable negotiations. One of the key factors that would prevent the offeror from becoming competitive is the offeror's lack of experience and expertise in working with Indian Education Act grantees. Other reasons that contribute to making this proposal unacceptable include:

1. Offeror's ability to manage this type of effort is not proven.
2. Proposed staff lack experience working in Region IV.
3. Plan of work does not specify how the offeror will reach the different tribes and Indian Education Act projects in the Region.
4. Letters of commitment and resumes were not all a part of the proposal.
5. Center director does not document past experiences in evaluation studies with Indian Education Act programs.

Unacceptable - All Indian Pueblo Council:

This proposal ranks fourth in total score for the region. AIPC plans to subcontract the major portion of the center work (evaluation) to a non-Indian group. Three panelists rated this proposal as unacceptable, and three rated it as capable of being made acceptable. To become competitive this proposal would have to gain at least fifteen points. It would not be possible through reasonable negotiations for the offeror to become competitive. The offeror has a number of weaknesses that could only be overcome through a major rewrite of the proposal. These weaknesses include:

1. The major portion of the Center work (evaluation) is to be subcontracted to a non-Indian group. Offeror does not explain relationship with subcontractor or how work is to be monitored. Indian preference in subcontracting is not addressed by offeror.
2. The regional expertise of offeror is limited to New Mexico and offeror has not worked in assisting LEAs or Parts B & C grantees in Region IV.
3. Proposed staff lack evaluation experience working with Indian Education Act grantees.
4. Center director also does not demonstrate training in educational evaluation and has limited management experience.
5. Offeror does not show complete understanding of objectives and approach. Offeror proposes work for second and third years that should be planned for and begun in the first year.
6. There are no letters of commitment from key staff and consultant functions are not specified.

The following three proposals are considered capable of being made acceptable:

Capable of Being Made Acceptable - CICSB:

This offeror has the highest mean score and total score. However, two panel members rated this proposal as unacceptable, two panel members rated it acceptable, and two rated it as capable of being made acceptable. The following are the strengths of the proposal:

1. All criteria were addressed in a reasonable fashion and include sections on anticipated problem areas.
2. Offerors management plan is designed to handle all tasks.
3. Job descriptions and resumes adequately meet the tasks (evaluation area will need to be addressed in negotiations with offeror).

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4. Corporate capability is proven by past grants conducted by offeror.
5. Offeror has done much work in region.

Weaknesses include:

1. Lack of expertise in evaluation area of staff.
2. Length of proposal contributes to making some sections confusing and not clearly stated.

Capable of Being Made Acceptable - ESP:

The Educational System Planning proposal has the second highest mean score and total score. Appendix indicates that this is an incorporated (by State of California) Indian Organization. OIE should require further documentation to this affect. All six panel members rated this proposal as capable of being made acceptable. The following are the strengths of this offeror:

1. Objectives are well stated and put into related activities which show the staff roles and effort in these activities.
2. Offeror has demonstrated experience in developing related publications and materials for a center.
3. Staff are qualified and have relevant experience.
4. Offeror's regional expertise extends somewhat outside of California.
5. Center director is rated high.

Weaknesses include:

1. Offeror may be underestimating amount of training and assistance needed by LEAs.
2. Evaluation expertise of staff could be stronger.
3. Most projects offeror has had have been relatively small compared to center's effort.

Capable of Being Made Acceptable - NITRC:

All panel members rated this proposal as capable of being made acceptable. This proposal could gain the most of any of the proposals if the question concerning who the center director will be could be resolved. If offeror can indicate who the Director is to be, and if the appointee has qualifications equal to the temporary director, then offeror will be more likely to become acceptable.

Strengths include:

1. Much past experience and expertise in working with Indian Education Act grantees.
2. Overall plan of work is adequate.
3. Offeror has good understanding of the objectives and approach.
4. Staff have variety of experiences and are from the region.

Weaknesses include:

1. Workshop presentors are not stated in detail.
2. Statement of work does not fully address how services will be coordinated.
3. No staffing chart to show percentage of time staff will work on center activities.

Region V

Five proposals were reviewed for Region V. Proposals were received from:

University of Oklahoma (OU)
Native American Research Institute (NARI)
Oklahoma Indian Education Association (OIEA)
Andrew Skeeter Development Company (ASDC)
United Tribes of Ks and S.E. Neb (UTKN)

The panel on the Region V proposals met on June 27, 1980, to discuss their ratings of the proposals. Panel members were:

Bill Coleman, BIA
Jim Egawa, Field Reader
Jim English, OPE
Ron Fishbein, OPE
Helen Redbird, Field Reader
Nancy Rhett, OPB
John Sam, OIE

The mean criteria scores for the proposals are as follows, with twenty-five (25) priority points awarded to those offerors that are Indian tribes, Indian organizations or Indian institutions:

Firm	Mean Criteria Score	Priority Points	Total Score
NAKI	65.14	25	90.14
OIEA	63.57	25	88.57
ASDC	52.00	25	77.00
OU	66.43	-0-	66.43
UTKN	27.86	25	52.86

The following proposals have been judged to be unacceptable: United Tribes of Kansas and Southeast Nebraska, Inc. and Andrew Skeeter Development Company. In addition the University of Oklahoma proposal is also to be placed in the unacceptable category because the University of Oklahoma would have to make up over 20 points to become competitive.

Unacceptable - UTKN:

This proposal was rated unacceptable by six of the seven panel members (the other rated it as capable of being made acceptable). The major weaknesses that contribute to making this proposal unacceptable:

1. Proposal does not show any real understanding of the basic objectives and requirements of the centers.
2. Staffing requirements are inadequate for the tasks that need to be accomplished.
3. Staff lack experience in working with Indian Education Act grantees.

Unacceptable - Andrew Skeeter:

Four of the panelists rated this proposal unacceptable, two rated it capable of being made acceptable and one rated it as acceptable. The major weaknesses of this proposal are:

1. Scope of work simply restates the RFP with no real notion of how to carry out the objectives.
2. Staff lack evaluation background. No letters of commitment.
3. Very limited experience in working with LEAs and Indian parent committees.

Unacceptable - University of Oklahoma:

Although this proposal was rated as capable of being made acceptable by five of the panelists, this proposal would have to make up over 20 points to be competitive. Major weaknesses include:

1. Some confusion on part of offeror over the role it would have in the center operations.

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2. Staff have very little evaluation skills and it is difficult to determine their percentage of commitment to the center operation.
3. Cannot tell who the director will be.
4. Regional expertise is in Oklahoma. Should have a statement about services to other states.
5. No written formal job descriptions in the proposal.
6. Offeror lacks experience working with Indian Education Act grantees in a technical assistance manner.

The following two proposals are considered capable of being made acceptable:

Capable of Being Made Acceptable - NARI:

This proposal had highest mean score and total score. Two panel members rated it as being acceptable, four rated it as being capable of being made acceptable, and one rated it as unacceptable.

Strengths include:

1. Overall proposal addresses all areas of RFP, with good understanding of objectives and processes.
2. Broad experience both in activities performed and geographically.
3. Management skills of staff excellent, staff knows Indian education.
4. Project director highly qualified in Indian education.
5. Excellent corporate background.

Weaknesses include:

1. Lack of evaluation background of staff and director.
2. Work with LEAs has been limited.
3. No plan on how to serve other states.

Capable of Being Made Acceptable - OIEA

Offeror has second highest total score. Six of panelists rated capable of being made acceptable and one as acceptable.

Strengths include:

1. Project director has good qualifications in managing Indian programs.

ENCLOSURE II

ENCLOSURE II

2. Have good understanding of Region and Indian education in Region V.
3. MBO planning and control system will be installed which will help follow up on all activities.
4. Has conducted Indian Education Act workshops and projects in recent past.
5. Has good regional expertise.
6. Will use advisory board although not called for in RFP.
7. Overall proposal well organized.

Weaknesses include:

1. Evaluation expertise of staff needs to be upgraded.
2. One position not needed for needs assessment area.
3. Need letters of commitment from consultants.
4. Position descriptions do not tie directly to assigned tasks.

ENCLOSURE III

ENCLOSURE III

MEMORANDUM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION

TO : Jacob J. Maimone
Contracts Officer, GPMO

Through : Gerald E. Gipp, Deputy Assistant Secretary
for Indian Education

FROM : Program Analyst
Office of Indian Education

DATE: SEP 17 1980

SUBJECT: Final Technical Evaluation and Recommendation of "Best and Final" Offer in Response to RFP 80-33 (The Operation of Indian Education Act Resource and Evaluation Centers, Center II)

Negotiations were conducted with the Coalition of Indian Controlled School Boards (CICSB) of Denver, Colorado on August 25 and September 3 and 5, 1980, prior to submission of a "Best and Final" proposal. The following discussion presents the strengths and weaknesses of the proposal and addendum, with supporting evidence from the negotiations where appropriate.

1. OBJECTIVES AND APPROACH

The offeror presents a thorough understanding of the objectives of the RFP and has proposed a reasonable and well organized approach to accomplishing the major Center tasks. CICSB has successfully conducted a Part B Technical Assistance grant for the past three years. On checking with the professional staff of OIE responsible for monitoring this grant during the past three years, their general assessment of CICSB's performance was that the organization was very responsive to the needs of its clientele and that CICSB provided very beneficial technical assistance to Indian controlled schools and Indian parent committees. The OIE staff also indicated that CICSB showed much improvement in the performance of the grant objectives during the three year period. Based on the performance of this three year grant the offeror has described a sound approach for addressing some of the anticipated problems that this Center will confront in region II.

The offeror has a very developed sense for the needs of the Indian community which is reflected in the offeror's regional plan of cooperation and collaboration. The offeror has also proposed a number of more creative approaches to insuring that the Center's assistance at the local level is more effective. The offeror plans to implement a "user network" approach in the region and plans to organize at certain LEAs on-site project improvement groups. Both of these approaches will need to be closely monitored by OIE to ensure that they are acceptable at the local level and to ensure that the approaches are effective.

The offeror has a Title IV Civil Rights grant that has experienced some managerial and operational problems (staff running this grant have resigned two separate times). Because of this it will be necessary to closely monitor the administration of Center II. The offeror's original management plan of operation was not very cost effective. The one problem that OIE staff did have with the technical assistance grant that CICSBS had was with the cost effectiveness of the grant's approach. The cost effectiveness of the Center's management plan of operation will also have to be closely monitored.

Despite these cautions the offeror does have excellent knowledge of the service area and Indian Education Act programs, and very good experience in similar kinds of efforts.

2. PROFESSIONAL STAFF

The proposed senior staff for CICSBS are well-qualified and have relevant experience to accomplish the tasks of the Center (Williams, Harris and Small). Williams has the necessary qualifications to conduct the duties of the Program Reporting Specialist. She has an excellent background in data processing, computer entry and analyzation, evaluation systems design, statistical reporting and programming, and research design verification.

Harris is the proposed evaluation specialist for CICSBS's Center II. Harris has assisted a number of Indian schools and communities in Region II in the development of evaluation designs, development of evaluation instruments, and needs assessment instruments. Harris has also conducted program evaluations and needs assessments at the local school district and community levels. His interpersonal skills and skills as a technical assistance provider and trainer are very good, however, he will need to upgrade his expertise in the evaluation area. The offeror's best and final indicate that Harris will upgrade his evaluation expertise.

Small has excellent technical skills and experience, as well as interpersonal skills to conduct the tasks required of him as a program specialist. Small has excellent public school administrative experience and knowledge of Indian education programs. Small's experience will provide him with a very good background in providing on-site technical assistance.

Most of the consultants the offeror proposes have appropriate technical skills and experience. The consultants will be decided upon on at the time of the baseline management plan meeting.

3. CENTER DIRECTOR

Mr. Gerald Gray is the proposed Center Director for CICSBS. Mr. Gray is well qualified to direct the Center in Region II. Mr. Gray has been a public school administrator (principal, superintendent and special projects director) for eight years, has served as a public school teacher for five years, and has been the executive administrator for his own

consulting firm for over two years. Mr. Gray has demonstrated an excellent working knowledge of Indian education, as well as public school education. Mr. Gray has the necessary interpersonal skills as well as the necessary administrative and managerial skills to direct a project of this magnitude.

4. CORPORATE CAPABILITY

The Coalition of Indian Controlled School Boards has been in operation for nine years. The CICSB has a national board of Indian directors elected by the Coalition membership of over 200 schools and organizations. The CICSB has a very good reputation as a key provider of quality technical assistance to Indian controlled schools and to many Indian communities. The CICSB has operated a number of different educational projects and has directed a number of national and regional Indian education conferences and workshops during its nine year history.

The CICSB has improved its financial management system over the past few years which will further enhance the Center II operations.

5. REGIONAL EXPERTISE

The CICSB has successfully provided technical assistance to many Indian Education Act grantees in the Region II area. In addition, the staff and consultants have much experience in the region which will help to maximize the assistance provided locally to grantees.

RECOMMENDATION

After reviewing the offeror's proposal, addendum, and "Best and Final" offer, the following recommendation is made:

The offeror made by the Coalition of Indian Controlled School Boards is technically acceptable for the following reasons:

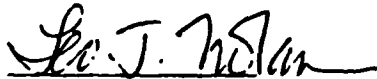
- o The proposed staff and consultants have the necessary capabilities and experiences to conduct the Center tasks. The offeror is very well known in Region II and has provided very satisfactory technical assistance in the region.
- o The proposed Center director has excellent management and administrative experience.
- o The offeror is very knowledgeable of Indian Education Act programs and has demonstrated a great deal of regional experience.
- o The offeror's plan of work is adequate to meet the requirements of the RFP. The plan reflects the offeror's understanding of the need of the grantees in the region.

* A majority of the offeror's professional staff (including consultants) is Indian. The offeror is in compliance with giving employment preference to Indians as stated in Section 7(b) of P.L. 93-638, the Indian Self-Determination and Education Assistance Act. The offeror does realize that staff changes have to be in compliance with Section 7(b) - Indian preference in employment.

ENCLOSURE III

ENCLOSURE III

In summary, and for the reasons outlined above, I recommend that a contract be awarded to the Coalition of Indian Controlled School Boards to operate the IEA Resource and Evaluation Center II.


Leo J. Nolan